BUSINESS PLAN 2016–19
Indigenous Relations

ACCOUNTABILITY STATEMENT

This business plan was prepared under my direction, taking into consideration the government's policy decisions as of March 17, 2016.

original signed by

Richard Feehan, Minister

MINISTRY OVERVIEW

The ministry consists of the Department of Indigenous Relations. Within the department's budget, funding is provided to the Metis Settlements Appeal Tribunal which is accountable to the Minister. The Metis Settlements Appeal Tribunal is a quasi-judicial body that promotes self-governance, certainty and respect within the Metis Settlements through adjudication, mediation and education.

A more detailed description of Indigenous Relations and its programs and initiatives can be found at www.indigenous.alberta.ca.

STRATEGIC CONTEXT

The outcomes and key strategies identified in this business plan are aligned with the strategic direction of the Government of Alberta.

Indigenous Relations acts as a focal point for the province's relationships with First Nations, Métis and Inuit communities and organizations in Alberta. The ministry provides leadership and advice to other Government of Alberta ministries on Indigenous issues and policies, and builds relationships with Indigenous governments and communities, other governments (including federal, provincial, territorial and municipal governments), industry and other partners to strengthen social and economic opportunities for Indigenous peoples in Alberta.

The Government of Alberta is forging a new relationship with Indigenous peoples in Alberta. The government's approach to developing a new relationship includes a commitment to implementing the principles and objectives of the United Nations Declaration on the Rights of Indigenous Peoples (UN Declaration) in a way that is consistent with the Canadian Constitution and Alberta law. The UN Declaration seeks to ensure that the rights of Indigenous peoples and their cultural identities are recognized, respected and promoted.

Discussions are underway with the three Treaty area organizations regarding relationship agreements which could lead to the establishment of engagement tables with topics and ways to approach the tables varying by Treaty area. Building relationships would be a key component of the engagement tables. Relationships between the Government of Alberta and First Nations are essential to achieve reconciliation through an appropriate balance in resource development and land management, and to work together to improve health, social and economic conditions among First Nations peoples. Indigenous Relations develops structured relationships with some First Nations through the Land-use Framework Regional Plans or through formal arrangements for the purpose of identifying shared land and resource development issues and developing shared solutions. This role is evolving as further initiatives involving First Nations and Métis are established.

In response to the final report of the Truth and Reconciliation Commission released in December 2015, the ministry is committed to acts of reconciliation to help reverse the negative effects of the legacy of the residential school system in Alberta. As part of its approach to reconciliation, the government will engage in thoughtful discussions within government and with Indigenous leadership on the recommendations of the Truth and Reconciliation Commission. There is an increasing recognition within the ministry of the need for a more strategic and systemic approach to informing all Albertans of the history, culture and modern aspirations of Indigenous peoples. The ministry is working with other ministries and Indigenous communities on building a stronger relationship with the Indigenous peoples, founded on mutual respect, empathy and the desire to create a brighter future for all Albertans.

The government called for and welcomed the announcement of a federally led National Inquiry on Missing and Murdered Indigenous Women and Girls. A commitment has been made to join other provinces and the federal government to address violence against Indigenous women and girls and to support efforts to prevent human trafficking.

Indigenous peoples are underrepresented in Alberta's economy and are seeking greater participation in resource and economic development. All Indigenous communities are increasingly looking to the province to support greater economic and labour market participation through programs, services and infrastructure developments. The ministry's Aboriginal Economic Partnership Program, Aboriginal Business Investment Fund and Employment Partnership Program are designed to support the participation of Indigenous communities in the economy and labour market. The ministry also administers the First Nations Development Fund which supports community, social and economic development initiatives in First Nations communities.

Through the Urban Initiatives Program, Indigenous Relations is committed to improving outcomes for urban Indigenous peoples through policy development and collaboration, including the development of a transition strategy to assist Indigenous peoples in making a successful move to urban centres and the establishment of a multi-stakeholder collaborative forum to discuss policy, program and service delivery issues in urban centres.

Various factors and trends form part of the political and legal climate within which Alberta conducts its relations with Indigenous peoples. The ministry strives to create strategies that advance Indigenous social and economic circumstances in collaboration with Indigenous governments, communities and organizations, other ministries and stakeholders. Resource development, water management issues, concerns about the cumulative effects of development, and the duty to consult are all important issues to Indigenous peoples. The ministry is working to ensure that Indigenous peoples' constitutional rights are protected, the air, land and water that they, and all Albertans, rely on are protected, and that Indigenous peoples can build prosperous, self-reliant and culturally strong communities.

In collaboration with First Nations and industry, the government is renewing *The Government of Alberta's Policy on Consultation with First Nations on Land and Natural Resource Management, 2013* and associated Guidelines. This renewal is intended to assess the performance and standards of the consultation process and ensure it reflects developments in First Nations consultation and responds to the future needs of First Nations, industry and other stakeholders. The government has committed to repealing and replacing Bill 22, *the Aboriginal Consultation Levy Act*, and to working collaboratively and respectfully with First Nations to enhance their consultation capacity.

The government values its long-standing relationships with the Metis Settlements General Council and the Métis Nation of Alberta Association (MNAA) and considers improving the socio-economic well-being of Métis peoples an important objective of the ministry. In collaboration with Metis Settlements representatives, the ministry developed a draft Metis Settlements Consultation Policy, which has been approved by Cabinet. The approved policy aligns with Alberta's First Nations Consultation Policy. The ministry is currently working towards the implementation of the Metis Settlements Consultation Policy.

The ministry has received a Cabinet mandate to engage with the MNAA, Métis locals, and other non-Settlement Métis communities as required to proceed with the development of a non-Settlement Métis Consultation Policy that is consistent with the principles of the proposed Metis Settlements Consultation Policy. The ministry has initiated preliminary discussions with the MNAA for the development of a non-Settlement Métis Consultation Policy.

Significant progress has been made on flood recovery in southern Alberta since June 2013. The ministry, in cooperation with other ministries, will continue to lead Alberta's efforts in First Nations' flood recovery and mitigation by assisting Siksika and Stoney Nakoda Nations with the rebuild and repair of their homes and infrastructure.

Moving forward, the ministry will continue to strengthen relationships with other Government of Alberta ministries and Indigenous peoples, communities and organizations.

Strategic Risks

- Issues around the views of First Nations and the Government of Alberta regarding the interpretation of the duty to consult and the appropriate means of enhancing First Nations capacity to participate in consultation could lead to uncertainty in resource development.
- Inability to meet increasing demands for funding to support Indigenous participation in Alberta's economy will have indirect impacts on relationships.
- Indigenous Relations is leading the repair and rebuild efforts on Siksika Nation and Stoney Nakoda Nation from the 2013 flooding in southern Alberta. If the repair and rebuild efforts experience delays due to a lack of interim housing, contractor productivity, Nation identified issues, and/or funding shortfalls, the risk of rising costs and timeline extensions will be increased.

OUTCOMES, KEY STRATEGIES AND PERFORMANCE MEASURES

Outcome One: Indigenous communities and peoples can fully participate in Alberta's economy and society

The ministry's activities support effective relationships, policies and initiatives as well as strong and vibrant Indigenous communities where people can fully participate in the social and economic opportunities of Alberta. The ministry provides leadership on Indigenous policy and oversees agreements between the Government of Alberta and Indigenous governments and organizations. By building relationships with other ministries, Indigenous governments, communities and organizations, industry, other governments and partners, Indigenous Relations strengthens economic and social opportunities for Indigenous peoples in Alberta. Indigenous Relations provides advice, guidance and specialized knowledge to other ministries, governments and industry and collaborates with Indigenous communities and organizations to support skills development. The ministry also funds the Metis Settlements Appeal Tribunal and the Metis Settlements Land Registry, and administers Alberta's Metis Settlements legislation and the First Nations Development Fund.

Key Strategies:

1.1 Lead the government in a renewed approach to relationships with Indigenous peoples, governments and organizations in Alberta through the implementation of the principles and objectives of the United Nations Declaration on the Rights of Indigenous Peoples (UN Declaration) in a manner that is consistent with the Canadian Constitution and Alberta Law. This work includes:

- Leading the review of programs, policies and initiatives and engagement with Indigenous peoples to achieve progress in mutually identified areas through mechanisms such as relationship agreements;
- Ensuring the government's response to the Truth and Reconciliation Commission is reflected in the UN Declaration implementation plan;
- Working with First Nations to advance matters of mutual interest with the federal government, including access to clean and safe drinking water and ensuring that jurisdictional conflicts do not prevent children from receiving services they need; and
- Providing support to other ministries in improving the availability of First Nations language programs and the representation of Indigenous culture and history in Alberta's school curriculum in consultation with Indigenous leaders and Elders.

1.2 Improve socio-economic outcomes for Indigenous communities and peoples by:

- Strengthening strategic partnerships with Indigenous organizations, other governments, industry and others to improve educational outcomes of Indigenous peoples;
- Supporting the implementation of the Memorandum of Understanding for First Nations Education in Alberta to eliminate the achievement gap between First Nations students and other students in Alberta;
- Administering the First Nations Development Fund based on community priorities;
- Providing support to Indigenous communities to increase the success of Indigenous peoples in Alberta's economy;
- Collaborating with other ministries, Indigenous organizations, other governments and private and non-profit sectors to support urban Indigenous peoples; and
- Continuing to lead the Government of Alberta's work with Siksika and Stoney Nakoda Nations on the repair and rebuild of houses affected by the 2013 floods.

1.3 Improve socio-economic outcomes for Indigenous women by:

- Participating in the National Inquiry into Missing and Murdered Indigenous Women and Girls;
- Developing locally based solutions in consultation with Indigenous partners; and
- Supporting the Métis and First Nations Women's Councils on Economic Security.

1.4 Increase economic opportunities and enhance community and individual well-being of Métis people by:

- Continuing to work with the Metis Settlements General Council to implement long-term governance and funding arrangements that focus on objectives of effective governance, enhanced accountability and sustainability;
- Collaborating with the Métis Nation of Alberta Association (MNAA) and other ministries to renew the MNAA Framework Agreement; and
- Working with the Aseniwuche Winewak Nation (AWN) to strengthen governance and improve socio-economic conditions for the Cooperatives and Enterprises of the AWN.

1.5 Collaborate with other ministries, Indigenous organizations, other governments, industry and the non-profit sector to increase awareness and understanding of Indigenous peoples and issues, including:

- Promoting the Alberta Indigenous Intern Program to strengthen cultural awareness, build community capacity and increase employment within the Government of Alberta; and
- Supporting the development of a consolidated Government of Alberta report on Indigenous statistics.

Performance Measures	Last Actual 2014-15	Target 2016-17	Target 2017-18	Target 2018-19
1.a Economic Initiatives:				
• Number of Indigenous strategic economic development initiatives, partnerships and capacity building projects	41	40	40	40
1.b Flood Recovery:				
• Percentage of affected homes with construction completed				
◦ Siksika	0%	70%	100%	n/a
◦ Stoney Nakoda	17%	100%	n/a	n/a

Linking Performance Measures to Outcomes:

1.a Demonstrates how the ministry supports Indigenous communities, peoples and organizations to fully participate in Alberta's economy.

1.b The flood-recovery housing project is helping to address flood impacted housing on two First Nations in southern Alberta and to create strong and vibrant communities.

Performance Indicators	Actual 2011	Actual 2012	Actual 2013	Actual 2014
1.a Life expectancy at birth:				
• First Nations	70.79	72.16	72.53	71.68
• Non-First Nations	82.00	82.02	82.07	82.20
1.b Infant mortality rate:				
• First Nations	10.29	8.78	9.69	9.60
• Non-First Nations	4.65	3.76	4.10	4.26
1.c Employment:				
• Percentage of Alberta's off-reserve Aboriginal population unemployed compared to that of the non-Aboriginal population	6.1	7.0 percentage points higher	4.3	3.5
1.d Average employment income of Alberta's population 15 years and over who worked full-year, full time:				
• Aboriginal Albertans	$55,668	n/a	n/a	n/a
◦ First Nations	$50,033	n/a	n/a	n/a
◦ Métis	$60,296	n/a	n/a	n/a
• Non-Aboriginal Albertans	$70,042 (2010)	n/a	n/a	n/a
1.e Average employment income of Alberta's Aboriginal population 15 years and over who worked full-year, full time:				
• Male	$63,933	n/a	n/a	n/a
• Female	$45,236 (2010)	n/a	n/a	n/a
1.f Percentage of Alberta's employed off-reserve Aboriginal population that has a university degree compared to that of the non-Aboriginal population	13	12 percentage points lower	16	n/a
1.g Percentage of First Nations population that has a university certificate, diploma or degree compared to that of the non-Aboriginal population	17	n/a percentage points lower	n/a	n/a
1.h Percentage of homicide victims (out of all homicide victims):				
• Aboriginal Albertans	n/a	n/a	n/a	29%
◦ Male	n/a	n/a	n/a	20%
◦ Female	n/a	n/a	n/a	9%
• Non-Aboriginal Albertans	n/a	n/a	n/a	71%
◦ Male	n/a	n/a	n/a	51%
◦ Female	n/a	n/a	n/a	20%

Outcome Two: Alberta's coordinated approach to Indigenous strategic engagement, consultation and land claims respects Treaty rights, increases First Nations participation in land management, enhances resource development certainty and improves economic competitiveness

Alberta's management and development of provincial Crown lands and natural resources are subject to its legal and constitutional duty to consult First Nations when Crown decisions may adversely impact their continued exercise of constitutionally protected Treaty rights and, where appropriate, to accommodate their interests. The Government of Alberta has focused Indigenous consultation expertise within the ministry of Indigenous Relations, which strengthens Alberta's role in the First Nations consultation process. The ministry leads the implementation of *The Government of Alberta's Policy on Consultation with First Nations on Land and Natural Resource Management, 2013* and supports First Nations, industry and other ministries in the process. The ministry will also lead the implementation of the Metis Settlements Consultation Policy and the development of a non-Settlements Métis Consultation Policy.

The ministry develops policies, programs and initiatives that ensure Alberta fulfills its duty to consult on land and resource development decisions; provides and evaluates consultation capacity requirements of First Nations to participate in land management and resource development consultations, including the provision of funding through the First Nations Consultation Capacity Investment Program (FNCCIP); provides advice and guidance to the ministries of Energy, and Environment and Parks on their Crown obligations to consult and engage with First Nations and Métis in the development of land and resource plans, policies and regulations when the duty to consult is triggered, may be triggered, or as a matter of good governance; provides guidance and advice to other ministries, including Agriculture and Forestry, who are engaging with First Nations and Métis; and develops strategic relationships with First Nations and Métis to identify shared solutions to land and resource management issues. The ministry also leads the GeoData Mapping Project which involves developing consultation areas with First Nations' input in order to facilitate a more consistent and coordinated approach to consultation. In anticipation of the development of the Metis Settlements Consultation Policy, as of December 2015, the GeoData Mapping Project began work with Alberta's Metis Settlements to develop consultation area maps. The ministry also coordinates Alberta's participation in settling Treaty Land Entitlement claims. These initiatives support enhanced land management and resource development certainty, increased First Nations capacity and greater economic competitiveness.

Key Strategies:

2.1 Support Métis people to participate in consultation related activities by:

- Implementing the Metis Settlements Consultation Policy and ensuring it aligns with *The Government of Alberta's Policy on Consultation with First Nations on Land and Natural Resource Management, 2013*;
- Developing consultation area maps through the GeoData Mapping Project in collaboration with Metis Settlements; and
- Working in collaboration with the Métis Nation of Alberta Association to discuss the creation of a framework for the development of a non-Settlements Métis Consultation Policy.

2.2 Support First Nations people to participate in consultation related activities by:

- Continuing to lead the renewal of *The Government of Alberta's Policy on Consultation with First Nations on Land and Natural Resource Management, 2013* and Guidelines;
- Ensuring the current consultation process reflects developments in First Nations consultation and responds to the future needs of First Nations, as well as industry, and other stakeholders;
- Leading the GeoData Mapping Project through developing consultation areas with First Nations' input to facilitate a more consistent and coordinated approach to consultation;
- Working with First Nations on a government-to-government basis to address matters of mutual interest as they relate to land and natural resource development; and
- Working with other governments to identify and address consultation challenges as well as opportunities for coordination.

2.3 Continue to support consultation capacity needs of First Nations through:

- Repealing Bill 22 (*Aboriginal Consultation Levy Act*) and working collaboratively and respectfully with First Nations to explore options for developing a new approach to enhancing the consultation capacity of First Nations;
- Continuing to provide the First Nations Consultation Capacity Investment Program; and
- Working with First Nations to enhance their participation in land management and resource development consultations.

2.4 Work with other ministries, industry, other agencies and Indigenous communities to establish a collaborative approach to enhancing engagement and consultation activities and initiatives with Indigenous communities in land and resource management by:

- Developing innovative ways to bring Indigenous people's traditional knowledge into land and resource management policies and plans;
- Supporting other ministries to develop and maintain relationships with First Nations and Métis to facilitate the development of regional plans to identify and to resolve issues at First Nations land and water tables; and
- Encouraging other ministries, Métis and First Nations to participate in multi-stakeholder advisory groups.

2.5 Work with other ministries, the federal government and First Nations towards resolution of land-related negotiations, in particular Treaty Land Entitlement claims for which Alberta has an obligation under the *Natural Resources Transfer Agreement*.

Performance Measures	Last Actual 2014-15	Target 2016-17	Target 2017-18	Target 2018-19
2.a Percentage of First Nations with a GeoData map developed to support the consultation process	69%	90%	95%	100%
2.b Percentage of weeks in a fiscal year that pre-consultation assessments are issued within established timelines (four working days upon receipt of a complete application)	95% (Weeks 12 to 52, 2014-15)	95%	95%	95%
2.c Percentage of weeks in a fiscal year that consultation adequacy assessments are completed within established timelines (ten working days upon receipt of completed consultation summary documents)	97% (Weeks 12 to 52, 2014-15)	90%	90%	90%
2.d Percentage of all First Nations that participate in the First Nations Consultation Capacity Investment Program	98%	100%	100%	100%
2.e Percentage of tribal councils represented by their individual member First Nations that are engaged through a formal relationship to support land and resource management	44% (4 of 9)	78% (7 of 9)	78% (7 of 9)	78% (7 of 9)
2.f Percentage of Métis Settlements with a GeoData map developed to support the consultation process	0%	33%	66%	100%

Linking Performance Measures to Outcomes:

2.a Development of GeoData maps ensures that First Nations are more involved in the land and resource development process and that there is a more consistent and coordinated approach to consultation.

2.b Demonstrates the efficiency of the pre-consultation process and provides key information on the desired outcome of ensuring resource development benefits from a timely, consistent and efficient consultation process.

2.c Demonstrates the efficiency of the consultation adequacy review process and provides key information on the desired outcome of ensuring resource development benefits from a timely, consistent and efficient consultation process.

2.d The First Nations Consultation Capacity Investment Program assists First Nations and Treaty organizations with continued development of effective consultation structures, supporting capacity building for consultation staff and fulfilling their responsibilities within the consultation process. It also assists with building relationships and partnerships between Indigenous organizations and communities, industry and government.

2.e By building formal relationships to support government-to-government relations this measure helps ensure a coordinated approach is taken to Indigenous engagement.

2.f Development of GeoData maps for Metis Settlements helps ensure Metis Settlements are more involved in the land and resource development process and that there is a consistent and coordinated approach to consultation.

STATEMENT OF OPERATIONS

(thousands of dollars)	Comparable					
	2014-15 Actual	2015-16 Budget	2015-16 Forecast	**2016-17 Estimate**	2017-18 Target	2018-19 Target
REVENUE						
Labour Market Development	2,800	2,309	2,330	**1,828**	1,334	1,334
Other Revenue	115	69	132	-	-	-
Consolidated Total	2,915	2,378	2,462	**1,828**	1,334	1,334
EXPENSE						
Ministry Support Services	4,390	5,129	5,129	**5,221**	5,221	5,598
First Nations and Métis Relations	39,005	40,161	40,182	**32,161**	31,642	31,985
Indigenous Women's Initiatives and Research	826	1,034	1,034	**1,259**	1,259	1,291
First Nations Development Fund	128,784	128,000	128,000	**126,000**	129,000	132,000
Metis Settlements Appeal Tribunal	1,168	1,204	1,204	**1,204**	1,204	1,249
Consultation and Land Claims	15,308	17,835	17,835	**18,306**	18,281	18,960
Policy and Planning	1,348	1,630	1,630	**1,630**	1,630	1,695
Land and Legal Settlement	-	-	-	-	-	8,400
2013 Alberta Flooding	6,150	7,219	6,719	**6,557**	2,967	-
Ministry Total	196,979	202,212	201,733	**192,338**	191,204	201,178
Inter-Ministry Consolidations	(65)	-	-	-	-	-
Consolidated Total	196,914	202,212	201,733	**192,338**	191,204	201,178
Net Operating Result	(193,999)	(199,834)	(199,271)	**(190,510)**	(189,870)	(199,844)
CAPITAL INVESTMENT						
Ministry Support Services	-	25	25	**25**	25	25
Consultation and Land Claims	117	92	92	-	-	-
Total	117	117	117	**25**	25	25